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BUILDING YOUR OWN SCENARIO:

HEALTH OCCUPATIONS, SEX EQUITY, AND ALTERNATIVE FUTURES

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1981

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FUNDING INFORMATION

Project Title: Development of a Support Service System for Sex Equity Services in Vocational Education

Contract Number: CO422

Educational Act Under Which the Funds Were Administered: Education Amendments of 1976 P.L. 94-482

Source of Contract: Far West Laboratory for Educational Research and Development San Francisco, California

Contractor: The National Center for Research in Vocational Education The Ohio State University Columbus, Ohio 43210

Executive Director: Robert E. Taylor

Disclaimer: This publication was prepared for a subcontract with Far West Laboratory for a contract (No. 300800553) with the Office of Vocational and Adult Education, U.S. Department of Education. Contractors undertaking such projects under Government sponsorship are encouraged to express freely their judgment in professional and technical matters. Points of view or opinions do not, therefore, necessarily represent official U.S. Department of Education position or policy.

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FOREWORD

The 1960s and 1970s will stand as the watershed years for educational equity in the United States. Title VI of the Civil Rights Act of 1964 was a landmark in educational civil rights legislation, while Title IX of the 1972 Education Amendments and the Women's Educational Equity Act advanced the issues of sex equity and sex fairness. Title II of the 1976 Education Amendments directed considerable attention to sex bias and sex discrimination concerns. This historic legislation went beyond making sex discrimination in vocational education programs in states receiving Federal monies illegal. It mandated that states must include programs and objectives within their annual and five-year plans to reduce sex stereotyping and that they must appoint full-time State Sex Equity Coordinators. More importantly, it provided funding for these activities. The resulting Federal Vocational Education Rules and Regulations for Title II encouraged the development and implementation of sex-fair programs and resource materials, ranging from apprenticeships and work-study to guidance programs and vocational education student organizations.

With the increasing number of sex-fair vocational education programs and materials, the Department of Education's Office of Adult and Vocational Education (OVAE) recognized a need for the development of a support system. Therefore, in 1979, it funded the Sex Equity in Vocational Education Project, authorizing the development of products and provison of information dissemination services designed to provide the following:

- Improve State Sex Equity Coordinators' access to information and materials on sex equity programs, materials, and techniques
- Increase awareness among the educational community regarding sex equity requirements and accomplishments in vocational education
- Improve mechanisms for mainstreaming concerns for sex equity.

The project was conducted at Far West Laboratory for Educational Research and Development in association with two subcontractors, The National Center for Research in Vocational Education and the American Association of Community and Junior Colleges.

Building Your Own Scenario is part of the fourth report of this project. A series of eight manuals enabling users to conduct workshops on mainstreaming sex equity in the service areas (agriculture, business and office occupations, health occupations, home economics, industrial arts, marketing and distributive education, technical education, and trade and industry) were developed by The National Center for Research in Vocational Education.

The manuals were field tested in a series of four regional workshops. Participants in the field testing included the State Sex Equity Coordinators, representatives from each of the eight vocational service areas, and guidance and placement representatives.

Building Your Own Scenario is one of four products that were produced during this project. Other materials include the following:

- *Promising Programs for Sex-Fair Vocational Education*—documentation of 47 promising approaches to sex-fair vocational education.

- *Resources and References for Sex-Fair Vocational Education*—an annotated compilation of over 600 sex-fair vocational education materials.

- *Vocational Education: The Role of Women and Men in the Reindustrialization of America, Conference Proceedings*—a summary of the agenda, proceedings, and participants in the National Sex Equity Conference held in April, 1981.

Inquiries about the materials listed directly above should be directed to the Far West Laboratory for Educational Research and Development. For further information about the training manual series, contact the National Center for Research in Vocational Education.

The National Center is particularly indebted to Lucille Campbell Thrane, Principal Investigator; Louise Vetter, Project Director; Rodney K. Spain, Program Associate; and Maureen E. Kelly, Graduate Research Associate, for carrying out the work of the project. Recognition for the cover graphics is extended to James Ault and for the clerical work of the project to Jeanne Thomas. Special appreciation is extended to Matilda Butler, Principal Investigator, Far West Laboratory; to Carol Eliason, American Association of Community and Junior Colleges subcontract director; and to Paul Geib, U.S. Department of Education, Office of Vocational and Adult Education.

Significant contributions were made to this publication by the state sex equity coordinators, service area representatives, and guidance and placement representatives who reviewed and field tested the materials through four regional workshops. Thanks are also extended to Robert C. Westbrook, National Center staff, who reviewed the publication.

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INTRODUCTION

The purpose of this training manual is to aid you in infusing the concepts and practices of sex equity throughout your professional work. We have chosen to provide this assistance through exercises that ask you and your colleagues to look at your educational agencies and communities in the belief that sex equity is not an isolated issue, but one that must be considered within the whole educational endeavor.

First, with the chance to examine "what is" in a program, you complete descriptions focusing on your community and educational agency. Then, through a "what if" exercise, three alternate scenarios for the future are provided with discussion questions for relating these possible futures to sex equity and your professional work.

Once you have considered "what is" and "what if," a group exercise for brainstorming needs and possible goals for sex equity is provided. This is followed by a planning exercise for you to set your own objective for making changes to broaden options for all your students. All of the preceding is based on the premise that it is necessary to infuse sex equity throughout your professional work.

We hope you enjoy completing this manual as much as we enjoyed developing it. We also hope that it will assist you in your work with students.

Exercise 1

COMMUNITY DESCRIPTION

OBJECTIVE: To enable participants to describe their community in terms of sex equity issues.

DIRECTIONS: In order to understand better the community in which you live, please fill in the blanks or circle the appropriate words in the description below. Some of the information requires estimates that might be difficult to determine. Simply choose the closest estimate readily available to you.

Communities house diverse people who weave through business and society, pursuing a variety of interests. This is how it should be, for people have banded together for centuries to receive and provide support to achieve their goals. And in this country, the right of citizens to pursue their dreams, however unusual or extraordinary, is grounded in the principles of our Constitution.

My community is located in _____
city and state

which is closest to _____ My city has been
major city

(increasing; stabilizing; decreasing) in population since _____ and today
year

houses _____ people. But with surrounding suburbs or farming
number

areas, the total population is closer to _____ Our citizenry is made
number

up of _____
types of ethnic groups

_____

And the people in the area gather frequently to _____
brief description of

_____
popular group activities and pastimes

_____

Generally, the residents are (opposed to; indifferent to; open to) change, with the political and social nature of the area being rather (conservative; moderate; liberal).

Generally, our major employers are _____

_____
list several large employers

_____

The types of jobs people find through these companies are _____

_____
list several areas of employment

_____

Specifically, employers provide health occupations jobs in _____

_____
list occupations, i.e., dental assistant, practical nursing, environmental health

We have approximately _____ workers in the region with approximately
number

_____ jobs available to them. In health occupations areas, the
number

community provides _____ jobs for approximately _____ workers. For
number number

all employment, employee turnover is (great; average; limited) and the labor force has been (increasing; stabilizing; decreasing) for the past several years. This situation (does; does not) hold true for health occupations jobs. Overall, employment in the area is (above; equal to; below) the national average. Community leaders (do; do not) need to attract new industry and training facilities.

Business and community leaders respond (positively; moderately; negatively) to social change, as demonstrated through _____
examples of community actions/reactions to social change

_____

_____

Specifically, their attitudes toward men in health occupations jobs are (positive; moderate; negative) as demonstrated through _____
examples of community actions/reactions to sex equity

_____

_____

Approximately _____ men are employed in health occupations jobs with approximately
number

_____ more men interested. Approximately _____ women are employed in health
number number

occupations jobs with approximately _____ more interested.
number

Exercise 2

EDUCATIONAL AGENCY DESCRIPTION

OBJECTIVE: To enable participants to describe their educational agency in terms of sex equity issues.

DIRECTIONS: In order to understand better the educational agency in which you work, please fill in the blanks or circle the appropriate words in the description below. Some of the information requires estimates that might be difficult to determine. Simply choose the closest estimate readily available to you.

In order for people in my community to achieve their goals, many residents are improving their employability with an education. Vocational education is providing trained workers in fields needed for our country's revitalization program. Without these workers who are better prepared for current jobs and who are expanding their skills to include new ones, little chance remains for our country to maintain a top position in the world trade market. In order to find the best workers available, we as educators need to draw on the vast pool of human resources—regardless of their ethnic background, race, or sex. We need the best workers in the country to meet the challenge of revitalizing our industrial community.

My educational agency, _____ (name), located in _____ (place), provides training in _____ (number) vocational areas to students from _____ (local areas) in our community. We target our instruction for grades (nine – ten – eleven – twelve – post-secondary – adult) students as do _____ (number) other educational agencies close by. We finance our educational agency through _____ (source of income) and the public (supports; does not support) our institution as demonstrated by their (un)willingness to _____ (examples of community action/inaction) _____.

In health occupations education, we offer _____ program areas, i.e., dental assistant, (number)

practical nursing, environmental health. Our staff consists of _____ instructors. The size of the (number)

staff has been (increasing; stabilizing; decreasing) over the last few years. These people presently

instruct _____ students, which represents an enrollment that has (increased; stabilized; (number)

decreased) from last year. This gives us a student/teacher ratio of _____ to _____ (number) (number)

Support services that our administration provides to students are _____

_____

i.e., counseling, placement, transportation

In health occupations education, we have _____ male instructors and _____ female (number) (number)

instructors serving as role models for _____ students. Our enrollment of men in health (students)

occupations education has (increased; stabilized; decreased) over the last few years. Our

instructional materials and facilities (have; have partially; have not) been reviewed and modified

to eliminate sex bias. The work performance of men is (equal to; better than; inferior to) that

of women in health occupations education as shown by _____

_____

comparison of work between male and female students

_____

Attitudes of faculty, staff, administrators, and traditional students toward the men in health

occupations education seems to be (positive; negative; both) as demonstrated by _____

_____

examples of attitudes

_____

When a problem arises over the rights of nontraditional students to pursue their education free from discrimination, we consult our Title IX coordinator who is _____
name

Our admissions staff (is; is sometimes; is not) sensitive to the needs of potential non-traditional students. Just as importantly, our placement staff (does; sometimes does; does not) discuss nontraditional work with industry and labor officials. Attitudes and actions of admissions and placement staff toward sex equity are (positive; negative; both) as demonstrated through

_____

examples of practices

_____

Last year, school personnel were successful in placing _____ percent of the graduates of
number

health occupations education, with _____ percent of those students being men.
number

Exercise 3

FUTURE SCENARIOS

OBJECTIVE: To move from a consideration of "what is" in sex equity to a consideration of "what if" in terms of possible futures.

DIRECTIONS: In a rapidly changing world such as the one in which we live, it is sometimes difficult to find the time to look ahead. In an age that still suffers from what Toffler termed "future shock", projections of what the world may look like in a week or a month adequately describes the extent to which most educators are involved in futures planning.

Yet looking ahead is essential if we are to continue making systematic progress toward equity goals. Ten years ago, females and males were concentrated in vocational areas traditional for their sex. Language was sex biased. Wage, salary, and occupational level gaps between the sexes were considerable. After a decade of work some thought the sex equity movement would have achieved most of its major goals. Although we have made progress in adopting sex-neutral language and in recruiting both nontraditional vocational students and workers, the wage/salary differential between women and men has remained remarkably stable (58¢/$1.00 earned by a male worker in 1970, 59¢ in 1980).

We have now learned that goals such as economic equity will take a longer time to reach. How many of us could have predicted this in 1970? Planning for the achievement of these and other significant goals will require new skills and strategies—broader visions of the world in which vocational education functions. A useful tool in achieving such goals is the creation of scenarios. Creating scenarios, as a technique, allows the reader to consider interactions of trends (e.g., maturing work force) and policy initiatives (e.g., energy conservation), and their implications for sex equity in general and in your service area, that might not otherwise be considered.

Three scenarios are presented on the following pages. Based on a review of the futures literature, each scenario offers an alternative view of a world that would reflect the occurrence of certain world events or national policy efforts. Although the three scenarios reflect a wide range of possible futures, they do not reflect all of the possible alternatives—i.e., a nuclear war or contact with extraterrestrial life forms. Since the intent of this exercise is to assist you in building constructive future scenarios in your service area, potentially catastrophic events were arbitrarily eliminated from this exercise.

Read each scenario. Choose one to discuss in a small group. Discuss the questions for each scenario listed below each scenario. Be prepared to report your discussion to the entire workshop group.

(pt. 3)

Scenario #1

In the mid-1980s, the OPEC power base shifted from countries that were friendly to the United States to the control of those countries who were dissatisfied with the settlement of Palestinian rights in the Middle East. An oil boycott against the United States immediately ensued. Periodic shutdowns, shorter work weeks, and the public's use of mass transportation were initiated as short-term efforts to curb what appeared to most Americans to be a temporary problem. However, by early in the next year, it was evident that the oil shortage was indeed serious and permanent.

After several decades of affluence and dependence on technology, many were unprepared for this crisis. Alcoholism and suicides increased markedly, and for many people, rational and straight forward thinking was replaced by distrust and ruthless competition for the few available resources.

The government eventually attempted to stop runaway inflation by freezing wages and prices, but by that time, prices were already unusually high. Millions of poor city dwellers, severely affected by the discontinuation of necessary social services, left their urban homes to live with relatives in smaller communities. Because the Federal and state governments were so desperately trying to increase energy supplies, they could not be depended upon for many of their usual services.

As the nation fought for survival, the emerging national pattern focused on reuse and conservation. Utility companies altered their rate schedules to encourage wise energy use and off-peak hour utilization. Neighborhood recycling centers provided reuseable materials and jobs for the unemployed. By 1990, backyard and rooftop gardens abounded. Repairing, rather than replacing, broken items became the rule, and bartering and small entrepreneurial activities increased. Gradually, groups began working together to put vacant lots under cultivation, to erect small windowbox solar collectors, and to install insulation.

Industry recognized that in order for people to achieve their full productive potential, certain social problems had to be addressed in the work place. Thus, the focus of work shifted from technological invention to social innovation. Experimental work groups, flexible scheduling, health and day-care centers, and work-study groups abounded as workers joined with management to promote a more satisfying, human scale work situation. Success came to be defined more in terms of social utility than by the increase of profits. Expensive resources were not to be squandered, and where possible products were improved so that they could be reused.

Questions for Scenario #1

Where and how would equity efforts change in a world that emphasized social utility as well as profit?

How might changes in family roles affect health occupations?

If the work place came to be more of a focus for education and social change, what might happen to equity concerns?

Given this particular view of the future, what goals might health occupations need to work toward in order to enhance equity efforts?

Scenario #2

The world which seemed to hold such promise for the achievement of equity in the early 1970s, continued to show signs of failure in this area in the early 1980s. With the withdrawal of Title IX compliance and other equal education laws in mid-1982, the "conservative flavor" became dominant.

Public welfare payments were greatly reduced; therefore, there was increased pressure on families to "stay together," with some families experiencing profound stress. This led to a great increase in the rate of family violence in the nation. Although laws were passed restricting the amount and type of disciplinary action that could be used on children and women, such laws were nearly impossible to enforce, even after the repeal of the Right to Privacy Act in 1986.

Because of the influence of "pro-family" forces, all but "natural" means of contraception were banned. The birthrate among people under the age of twenty returned to its post-World War II baby boom status, and there was increased pressure on adolescents who were sexually active to reform their ways or to marry while still in high school. Lacking an effective form of pregnancy control, women were forced to turn to the black market for pregnancy termination services.

The state of the American economy continued to worsen in the 1980s. Despite continual pressure by labor groups, worker salaries could not keep up with the spiraling cost of living. Furthermore, salary negotiation efforts were hampered by the equipment replacement costs incurred by employers as a result of the now astronomical number of changes in technology. Inflation had hit manufacturing costs; and such equipment, necessary to keep a competitive edge, often took priority over increasing worker salaries.

Increased automation of many labor positions caused high unemployment, especially among entry-level workers who were primarily youth and women. Moreover, the return of the value system that emphasized traditional family roles contributed to the restoration of the norm of the one-paycheck marriage. Female heads of households were forced to seek work in such female-intensive occupations as nursing, food service, and custodial jobs. Males and females who sought to enter nontraditional occupations were shunned.

Inflation continued to skyrocket whereas worker productivity continued to drop. Vocational education, viewed in the early 1980s as a key factor in economic revitalization, had failed to move out of skill training to training for transferable skills. Some said that this was due to the profession's inability to look beyond short-term Federal mandates whereas others felt that it was caused by tying vocational education so closely to specific employers' needs.

Questions for Scenario #2

How would these changes in family roles affect health occupations?

How would you recruit students for your programs in such a future?

How would health occupations need to change in order to train for transferable skills rather than for specific jobs?

Given this particular view of the future, what goals might health occupations need to work toward in order to enhance equity efforts?

Scenario #3

Increased automation and microprocessing brought a shorter, four day work week. The last two decades of the 20th century saw more and more companies adopting flextime, job sharing, and child care facilities in response to the need for technologically proficient workers. However, these changes did not enhance people's attitudes about work. For the majority, work became a means to earn money and thus, the ability to enjoy leisure time.

During this same time period, growth in the employment sector continued to shift from manufacturing to service industries. This service sector was fed by the increasing number of women in the work force. In fact, by the year 2000, 90 percent of women aged 25 to 54 worked outside the home. Although the percentage of men in the labor force remained stable (about 94 percent), the youth population continued to decrease and the dependent elderly population increased.

The implementation of computer technology in many service areas increased productivity remarkably. In those cases where productivity could not be effected by technology, ample wages were paid as the growing consumer market depended on these workers to provide viable leisure time choices.

To respond to these changes, the vocational program training emphasis shifted toward providing adult and short term training. With the decrease in the youth population, most secondary level vocational programs returned to the comprehensive high school setting, emphasizing basic work skills and attitudes, rather than specific job skills. As a result, many area vocational schools were converted to training centers. Training was also incorporated into industrial sites, community centers, and into home computers.

Questions for Scenario #3

How can health occupations enhance the development of well educated, computer literate adults?

What effect might such technology have in reaching equity goals?

How would job sharing, flextime, multiple career lives and adult education and retraining enhance or inhibit the achievement of equity in health occupations?

Given this particular view of the future, what goals might health occupations need to work toward in order to enhance equity efforts?

Exercise 4

ESTABLISHING SEX EQUITY NEEDS

OBJECTIVE: To establish needs for sex equity and develop strategies for meeting those needs.

DIRECTIONS: Often when we speak of problems in achieving sex fairness, we speak in generalities. This exercise is designed for us to help each other specify exactly what our sex equity needs are. Divide workshop participants into groups of six or less and follow the instructions below. A group leader should be selected before beginning the activity.

THE PROBLEM

Individually, select one area from the list below where you want to improve sex fairness in your educational agency and community.

Recruiting
Admissions/Enrollment
Materials/Course Work
Student Attitudes
Family Attitudes
Teacher Attitudes
Administrator Attitudes
Employer Attitudes
Community Attitudes
Guidance and Support Services
Physical Facilities
Vocational Student Organizations
Placement/Follow Through
Advisory Committees
Craft Committees
Gathering and Reporting Data
Gaining Funding
Political Action

Write down one main problem from this selected area that inhibits sex equity.

THE ILLUSTRATION

Each person *briefly* share the problem with the group. Identify specific instances where you feel agency personnel, community leaders, or others could be more sex fair.

THE COLLABORATION

The group leader should help participants select one of the problems for the entire group to discuss. The purpose of this activity is to specify exactly what the problem is.

THE SOLUTION

As a product of your discussion, outline three actions that would help to overcome the problem and that could be done within the next few years.

Exercise 5

PLANNING FOR CHANGE: BUILDING YOUR OWN SCENARIO

OBJECTIVE: To enable you to develop a plan for making a change to move toward sex equity.

I. Select one area from Exercise 4 to work on in your educational agency and/or community to to help bring about sex equity and write an objective for change. This can be completed by answering the following questions:

- WHAT is to be changed?
- WHO is going to change or be changed?
- HOW will they be changed?
- WHERE will the change occur?
- WHEN will the change occur?

II. Evaluate your objective for change:

Is attainment of the change objective possible? List barriers and supports in working toward accomplishing this particular change.

Barriers Supports

III. Planning for accomplishing the objective:

A. Resources for change: What resources (knowledge, skills, money, people, etc.) will you need to achieve your change objective? How will the resources be used?

	Resources Needed	Uses for Resources
Knowledge/skills:		
Money:		
People:		

B. Action steps

List below the necessary steps that you will have to take to meet your objective and the timelines you will set for the completion of the steps.

Action Step	Time to Complete

Now go back and number the steps in order of priority. Put 1 in front of the step you would do first, 2 in front of the step you would do second, and so on.

(Source: *Implementing Title IX and Attaining Sex Equity: A Workshop Package for Elementary and Secondary Educators.* Resource Center on Sex Roles in Education, undated.)

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APPENDIX

LEGISLATIVE BASIS FOR SEX EQUITY

Background Information

Most educators are aware that certain legislation regulates their activities. Two major pieces of legislation requiring sex equity in education are Title IX of the Educational Amendments of 1972 and Title II of the Vocational Education Amendments of 1976. Title IX mandates sex fair practices and programs in all schools. Title II goes beyond this aim to encourage affirmative action in vocational education to overcome sex discrimination, sex bias, and sex stereotyping.

Three terms need closer attention. *Sex discrimination* is any action which limits or denies a person or group of persons opportunities, privileges, roles or rewards on the basis of sex. *Sex bias* is behavior resulting from the assumption that one sex is superior to the other. *Sex stereotyping* is attribution of behaviors, abilities, interests, values and roles to a person or a group of persons on the basis of their sex.

The Title IX legislation reads:

> No person in the United States shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education program or activity receiving Federal financial assistance.

With certain exceptions, the law bars sex discrimination in any academic, extracurricular, research, occupational training, or other educational program. Covering both students and employees, Title IX affects programs from preschool to postgraduate level, operated by any organization or agency that receives or benefits from Federal aid.

Title II of the Vocational Education Amendments of 1976 specifically addresses the elimination of sex stereotyping and sex bias—steps needed in order to eliminate sex discrimination as addressed in Title IX. To effectively eliminate discrimination against any group of persons, one must understand and deal with the causes of discrimination. And, since stereotyping and bias help to establish and perpetuate discrimination, Title II directs vocational education to deal with the causes, not just the results, of inequities.

In addition, Federal guidelines from the Office for Civil Rights (OCR), which went into effect on March 21, 1979, are meant to enforce legislation concerning race, handicaps, color, national origin and sex. These guidelines represent a major step in the Federal government's effort to ensure equal opportunity in vocational education. All institutions, agencies, organizations, and individuals receiving Federal assistance and offering vocational education must comply with these regulations.

Other pieces of sex equity legislation directed toward agencies that employ vocational graduates address equal employment opportunities. The following list provides a brief overview of the Federal laws and regulations concerning discrimination in employment:

- Equal Pay Act of 1963—prohibits discrimination in salaries and most fringe benefits on the basis of sex for all employees of all institutions.
- Title VII of the 1964 Civil Rights Act—prohibits discriminatory practices in terms and conditions of employment by employers with 15 or more employees.
- Women's Educational Equity Act—establishes a program to improve educational equity for women.
- Executive Order 11246—prohibits discrimination in employment by institutions or agencies with Federal contracts of over $10,000.
- Title VII and Title VIII of the Public Health Services Act—prohibit discrimination in admissions and against some employers in health personnel training programs or contracts that receive financial assistance under the Public Health Services Act.
- National Labor Relations Act and Related Laws—require unions to bargain for the same working conditions for women and men.
- Regulations of the Bureau of Apprenticeship and Training—prohibit discrimination in selecting participants and conducting programs. (Adapted from Smith and Farris, 1980).

Discussion Questions

1. Have there been any changes in these laws since the "Background Information" was prepared in October, 1981?
2. Have any new Federal laws been passed or any new regulations issued?
3. Are there any state sex equity laws and/or regulations that you operate under?
4. What effect do these sex equity laws have on your planning for program and classroom work?
5. How can you use these laws and regulations to support your efforts to broaden opportunities for your students?
6. What would happen in your service area if there were no Federal laws requiring equity?

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☆USGPO: 1982 — 560-402/38

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